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ABSTRACT

Building community collaboration and commitment for educating students in urban districts was the theme of the January 29-31, 1992, meeting of the Urban Superintendents' Network. Presentations and discussions focused on the political nature of education, Chapter 1 legislation, the use of educational technology, and educational standards and testing. This publication includes excerpts from the keynote address by Bernard Watson speaking on the urgent need for collaborative action in solving problems in education. Another article features an exchange about business/education collaboratives between Deputy Secretary of Education David Kearns and meeting participants. Harold Hodgkinson presented data on urban demographics. Concurrent sessions were held on four topics: education of children prenatally exposed to drugs; school/community/business collaboration; staff development and renewal; and school restructuring and reform. Excerpts from each district's response to these topics are dispersed throughout the issue in a series called "District Responses: Meeting the Challenge." (MLF)

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THE URBAN SUPERINTENDENTS'

SOUNDING BOARD

Vol 1, No 2 REPORTING ON MANAGEMENT ISSUES IN URBAN SCHOOL DISTRICTS Winter 1993

ED 404 715

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
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Improving Student Achievement Through Community Collaboration

I N S I D E

District Responses: Meeting the Challenge 2-11

Building Community Collaboration 3

Speaking from the Heart 4

Action on the Standards Front: Building a Consensus 6

Getting Down to Business: Business/Education Partnerships 7

Harold Hodgkinson: Going by the Numbers 8

A View from the Business Side 9

Prenatal Drug Exposure: Addressing the Problem 9

Chapter 1 Flexibility: Helping Districts Help Their Students 10

Resources 12

In his closing remarks at a meeting of the Urban Superintendents' Network in Washington, D.C., on January 29-31, 1992, David Kearns, deputy secretary of the U.S. Department of Education, had this to say about the work of the urban school superintendent: "I think being superintendent of a school . . . in a large city has got to be the toughest job that I can possibly think of, given the problems and the issues that you're faced with on an everyday basis and the political environment you have to face in some weak economic times."

Fortunately, urban school superintendents don't have to face those obstacles alone. To manage their districts effectively, they routinely call on the expertise of a wide array of people in their communities, who, like urban school superintendents themselves, have a professional and personal commitment to improving the quality of education of millions of urban school children.

Building community collaboration and commitment for educating students in urban districts was the theme of last January's meeting of the Urban Superintendents' Network. The meeting brought together thirteen superintendents from some of the nation's largest school districts. Three of the most important collaborators from each superintendent's community were also invited to attend the meeting and participate in a series of presentations, work sessions, and panel and roundtable discussions devoted to exploring issues of interest to urban educators. These thirty-nine additional participants included business people, social service agency representatives, teachers, school board members, educational administrators, curriculum specialists, school principals, chamber of commerce executives, and parents of urban school children.

The Challenge of Urban Education

The topics covered at the meeting gave graphic testimony to the complexity of managing school districts in large urban areas. It also made clear the need for superintendents to create broad collaborative networks of groups and individuals whose expertise they can call upon for help in overseeing and evaluating programs that often extend far beyond the boundaries of traditional education.

Urban school superintendents routinely call on the expertise of a wide array of people in their communities.

The meeting's agenda included presentations and discussions on the political nature of education, Chapter 1 legislation, the use of educational technology, and educational standards and

continued on page 2

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continued from page 1

testing. In one of the most fascinating—and eye-opening—presentations, Dr. Harold Hodgkinson, director of the Center for Demographic Policy, used data from the latest census to invite educators to peer into the future and discover how population shifts expected to occur during the next few decades will radically alter the face of urban education (see page 8).

This issue of *The Urban Superintendents' Sounding Board* reports on some of the ideas and topics related to collaboration that were discussed at the January meeting. It includes excerpts from the keynote address by Bernard Watson, one of the most forceful and eloquent voices speaking out on the urgent need for collaborative action in solving the problems facing American education. Another article features an exchange about business/education collaboratives between Deputy Secretary of Education David Kearns and meeting participants.

At one of the afternoon meetings each team member from the participating districts attended a different concurrent session on one of four topics—education of children prenatally exposed to drugs, school/community/business collaboration, staff development and renewal, and restructuring and reform in the classroom and school. After the sessions, the team members discussed what they had learned with their colleagues, and the group then used the information its members had gathered at the meeting to formulate preliminary plans for action when they returned to their respective districts. At the close of the meeting, a district spokesperson presented these plans to all participants. Excerpts from each district's response is included within this issue of the *Sounding Board* in a series entitled "District Responses: Meeting the Challenge."

DISTRICT RESPONSES

Meeting the Challenge

ALBUQUERQUE

Group Spokesperson: **Jack Bobroff**, Superintendent, Albuquerque Public Schools

"We have a very active Join-a-School Program, we have a Business-Education Compact, we're actively involved in the Council of Governments, we serve on the Transportation Board in our county, and we have the Intergovernmental Coordinating Council that involves the superintendent, mayor, county manager, president of our university, and the president of our technical/vocational institute. However, we are struggling as to how to bring together all those entities to support restructuring.

"In the future, the focus will be on two specific goals, the first of which involves a renewed effort to involve legislators and elected officials in Albuquerque's educational issues. The second goal relates to ongoing reform efforts in the Albuquerque schools. In our restructuring efforts, something that became clear to me at this meeting is that we have formulated our visions and our goals and our objectives and our strategies, but we have not at this point tied them to the national goals, and it becomes clear here in the political arena that it has become incumbent upon us to do that."

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"Building Community Collaboration and Commitment for Educating Students in Urban Districts"

Urban Superintendents' Network Meeting, January 29-31, 1992, Washington, D.C.

Urban Superintendents' Network Participants

Jack Bobroff, Superintendent, Albuquerque Public Schools

Lester W. Butts, Superintendent, Atlanta Public Schools

Walter G. Amprey, Superintendent, Baltimore City Public Schools

Frank J. Huml, Superintendent, Cleveland Public Schools

Deborah McGriff, General Superintendent of Schools, Detroit Public Schools

Franklin L. Smith, Superintendent, District of Columbia Public Schools

Donald W. Ingwerson, Superintendent, Jefferson County (Kentucky) Public Schools

Robert J. Ferrera, Superintendent, Minneapolis Public Schools

Everett J. Williams, Superintendent, New Orleans Public Schools

Eugene C. Campbell, Executive Superintendent, Newark Public Schools

Thomas W. Payzant, Superintendent, San Diego City Schools

William M. Kendrick, Superintendent, Seattle Public Schools

Lillian C. Barna, Superintendent, Tacoma Public Schools

Community Collaborators

Albuquerque: *Patricia Branda*, President, Albuquerque Board of Education; *John Mondragon*, Assistant Superintendent, South Region, Albuquerque Public Schools; *Lee Trussell*, President, Albuquerque Business Education Compact, The Johnson-Trussell Company

Atlanta: *Leslie Grady*, Atlanta Chamber of Commerce; *Joseph Martin*, President, Atlanta Board of Education; *Myrtice Taylor*, Associate Superintendent of Instruction, Atlanta Public Schools

Baltimore: *Denise Borders*, Director of Accountability, Baltimore City Public Schools; *Philip H. Farfel*, Commissioner, Board of School Commissioners, Baltimore City Public Schools; *Norman Walsh*, Assistant Superintendent of Planning and Management Information, Baltimore City Public Schools

Cleveland: *Ofelia Halasa*, Director, Research and Analysis, Cleveland Public Schools; *John Lewis, Esq.*, Squire, Sanders & Dempsey; *Larry Lumpkin*, President, Cleveland Board of Education

Detroit: *Frank Hayden*, President, Detroit Board of Education; *Sharon Johnson-Lewis*, Director, Office of Research & Evaluation, Detroit Public Schools; *Sandra Robinson*, Principal, M. L. King Senior High School

District of Columbia: *Barbara Ferguson Kamara* Executive Director, Office of Early Childhood Development, Department of Human Services; *Janet Hoston Harris*, Director of Educational Affairs, Office of the Mayor; *Robert S. Ruskin*, Vice President, Programs and Research, Consortium of Universities of the Washington Metropolitan Area

Jefferson County, Kentucky: *Robert Rodosky*, Director of Research, Jefferson County Public Schools; *Allen D. Rose*, Chairman, Jefferson County Board of Education, The Kentuckiana Education & Workforce Institute, Louisville Chamber of Commerce; *Patricia Todd*, Director of School Restructuring, Jefferson County Public Schools, Gheens Academy

Minneapolis: *Josie Johnson*, Senior Fellow, Director of President's Diversity Forum, University of Minnesota; *Peter McLaughlin*, Hennepin County Commissioner; *Janet Wiltbuhn*, Associate Superintendent for Research and Development, Minneapolis Public Schools

New Orleans: *Barbara Ferguson*, Area Superintendent, New Orleans Public Schools; *Morris F. X. Jeff, Jr.*, Director, City of New Orleans Welfare Department; *Linda J. Stelly*, Associate Superintendent, Educational Programs, New Orleans Public Schools

Newark: *Mary Darden*, Board Member, Office of Board Affairs, Newark Board of Education; *Alice Jones*, Chairperson, District Advisory Council, Division of Special Projects, Newark Board of Education; *Regina Marshall*, Director, Newark Education Council

San Diego: *Bill Crane*, Counselor, Morse High School; *Dennis Kobata*, Member, Asian-Pacific Education Advisory Council; *Shirley Peterson*, Principal, Henry High School

Seattle: *George Fleming*, Executive Director, External Relations, Seattle Public Schools; *Ellen Roe*, President, Seattle Board of Education; *William Wortley*, Vice President, Washington Natural Gas

Tacoma: *Gay Campbell*, Director of Community Relations, Tacoma Public Schools; *Tom Dixon*, Director, Tacoma Urban League; *Ray Tennison*, Operations Manager, Simpson Tacoma Kraft Company.

SB

DISTRICT RESPONSES

Meeting the Challenge

ATLANTA

Group Spokesperson: **Leslie Grady**, Atlanta Chamber of Commerce

"Atlanta has already established a strong business community collaborative effort, and it is reassuring to know that many of us are struggling with the same issues but that we're all moving in the same direction.

"We are committed to finding ways to build the image of our school system and the larger community's confidence in it, because we realize that from that enthusiasm and endorsement will come real public support. It's important to build a positive image among our users, our parents, and those who are involved in schools, as well as among the larger community who may not have a direct relationship to education, because we realize that it's important that they know we're there and we're doing a good job."

DISTRICT RESPONSES

Meeting the Challenge

NEW ORLEANS

Group Spokesperson: **Morris F. X. Jeff, Jr.**, Director, City of New Orleans Welfare Department

"In New Orleans, we are about to embark upon an initiative, a youth and children's charette entitled Mobilizing New Orleans to Save Our Youth. The purpose of the charette is to bring together all of the components within the community, to have a marathon, if you will, in brainstorming, and come forth with a model that will generate from the entire community. There will be a particular emphasis on input from youth as well as from their families as to what are the things that we must do—in addition to school, in addition to the formal education—in order to uplift our youth academically and socially and culturally. The mayor's office, the city council, the school board, the United Way, the corporate community, all of the major components are coming together. We will brainstorm and come forth with some consensus and emerge out of this charette with a plan that will serve as a model for us for the future."

SPEAKING FROM THE HEART

Bernard Watson on the Challenges of Educational Change

Dr. Bernard Watson has had a long and impressive career in education. He has been a teacher (and still describes himself as "fundamentally a teacher, and proud of it"), a principal, deputy superintendent of the Philadelphia public schools, chair of the Department of Urban Education at Temple University, and vice-president for academic administration at Temple. He currently is president and chief executive officer of the William Penn Foundation, an educational foundation based in Philadelphia.

In addition to his academic and work credentials, Bernard Watson is a tireless crusader for educational change. He speaks honestly and passionately about the need for a commitment to change in our school systems. He is angry, he says, because as a nation, "we know how to do things, we know how to achieve, we know how to mobilize the country, we know how to target resources and set goals and achieve those goals. And what drives me crazy is that we know all of this stuff and we have the means now to change things but we still lack the will" to act in responsible ways to improve education in our country.

In his address to the participants at the Urban Superintendents' Network meeting, Bernard Watson asked hard questions of everyone. He was blunt and critical in a constructive, hopeful, and powerful way. Here are some excerpts from his address to meeting participants.

On Educational Reform

"I think we're not serious about reform in this country, and I think we're not serious because we keep dancing around the edges. We don't do the fundamental things that need to be done, and not because we don't know what needs to be done, but because we're afraid if we tamper with what has been in existence for all these years, it's going to be messy. And we're not sure what we're going to wind up with, so we keep trying to add stuff and round stuff off and focus stuff instead of taking a look and saying, 'Wait a minute, we may have to take this and rip it apart and reconfigure it in ways that we have not done before.' . . .

"You can't talk about education and you can't talk about where schools ought to be in the year 2000 and where students ought to be in the year 2000 unless you deal with it in the context of what is going on in this country. If a full stomach and a warm body and decent health are important to how children learn and whether they pay attention, then we have to talk about that if we want to talk about improving education. What we need in this country is something we clearly do not have—and that is an equivalent of a Desert Storm of technology and commitment to deal with what is happening in education."

On Politics and Education

"They used to teach all that foolishness about education not being political and that you shouldn't contaminate the educational process by getting involved in politics because you're dealing with children. But that's nonsense; it's always been nonsense. . . . It's the heart and essence of democracy—to be involved in politics. Not crass politics and partisan politics, but to understand that out of that process comes what we work in: the public schools of America—to educate all of the people."

On the Need to Speak Out for Change

"Where are your voices? When are you going to get angry, and together stand up and say those things in forums where it's important—locally, at the state level (which is where the leadership in education reform is taking place), and at the national level. You've got to engage the public; you've got to engage the political system."

On the Apathy of Other Professionals

"If children are hungry when they walk into your schools and if they walk in and have never seen a dentist and have never been to a physician, and if they walk in cold in the winter because the heat has been turned off in their houses, or if they walk in in a state of hyperactivity because they've had to walk through a drug zone to sit in your

DISTRICT RESPONSES

Meeting the Challenge

SAN DIEGO

Group Spokesperson: **Thomas Payzant**, Superintendent, San Diego City Schools

"In San Diego, we have a restructuring leadership team made up of twenty-four people representing the various stakeholder groups who have set out to drive the next phase of reform and restructuring in San Diego.

"We take something from all the speakers we've heard at this meeting, each of whom reinforced the notion in our minds that political action is central to all that we do. As we go back to San Diego, our resolve is renewed to take the leadership to find ways to build coalitions to make political action effective in getting better results for all our kids."

classrooms, why are not the police, why are not the social workers, why are not the psychiatrists and sociologists, why are not the lawyers all standing up with you saying what you are saying, and why are they not saying to your city councils, to your state legislatures, to this Congress, and to this President, what patently needs to be done to address these kinds of concerns so that all of America's children can have the opportunity they need?

"Individually, get professionals in your system and get them in your schools. Get to the local branch of the medical association, the bar association, the social workers association, the MBAs, and all of that—*make* them get involved in your schools."

On Educational Research and Educators

"What do we know? We know all that stuff about time on task, we know all that stuff about number of hours, we know about year-round schools, we know about schools within schools, we know about magnet schools, we know about specialized school. . . . We have the longitudinal research about early childhood, and where it peaks and when it changes. We know in the long term that those kids who have those kinds of programs stay in school longer and get better grades and go to college at higher rates. . . . And we also know that in certain environments, certain kids are going to flower and others don't make it. And in another environment, those kids who made it before will not make it and they don't flower. And we know how to create those different environments, but as you look at the literature on reform, as you look at where the money is targeted, you don't see the resources following what we know. And as the people who know more about this than anybody else, your voices ought to be the ones that are yelling and screaming to do something about that."

On Speaking with One Voice on Education

"How many organizations speak for you? We've got the Urban Superintendents' Network, the Council of Great City Schools, we have the Big City School Boards Association, we've got the National School Boards Association, the National Association of Secondary School Principals, the National Association of Elementary School Principals, the Curriculum Association, and we can go on and on. I don't have any problem with that, because professions are organized that way. We've got all of those subsets in medicine, we have all of those subsets in law, we have them in everything. But where is that one place that all of the voices of all of those educational organizations come together to stand up and say, 'We will not be ignored. We know something about this, we spend our lives dealing with this, and you're not dealing with the right things, and you're not providing the resources to enable us to do what you expect us to do.' Where is that happening? Why doesn't it happen? When are you going to make it happen?

"I raise the question with you all. All I can do is raise the question. But I can guarantee you that nobody's going to take us seriously on

continued on page 6

DISTRICT RESPONSES

Meeting the Challenge

SEATTLE

Group Spokesperson: **William Wortley**, Vice President, Washington Natural Gas

"It is clear that within the area of health and human services and transportation, there still needs to be a great deal done in Seattle. I think we are making strides in that area but we still have a way to go. Making progress will require an expansion of our collaborative efforts to the districts in the immediate proximity of our school district. They're having the same problems we're having. We're the major urban district, but the same issues we face are now moving into these other districts.

"I'm concerned about the rhetoric of our political system. For the most part, I think it's still mostly lip-service; we're not getting the results we need to make things happen. Education is a great campaign issue, but after the campaign, then what? We need to continue to work with the Department of Education to define and understand urban issues and then take this information back into our communities."

continued from page 5

certain fundamental things until we start speaking with one voice. We can have all the differences we want. But we don't have any differences on wanting all the children educated and having appropriate resources to do that. And we have to find a way to speak with one voice, or they'll ignore us."

On the Value of Education and Action

"We ought to do all this because it's the right thing to do, and because it will help all of America, and it will help all of America's children, and thereby make us a stronger country, raise the standard of living, create a citizenry intelligent enough to fight for and protect a democratic form of government that is the envy of the earth, and because it will turn out citizens who will exercise some control over their own lives.

"What you do is the most important work in America. The children you deal with are the future of this country, and every minute, every hour, every day, every week, and every month we shortchange and ignore our future, we guarantee our own demise. You think about that. And you find ways to raise your voices. Stop operating on the fringes and on the margins and go to the heart of the matter and demand that this nation do what it ought to do for the thing that is most important to its citizens—and that is the future of our children."

SB

DISTRICT RESPONSES

Meeting the Challenge

BALTIMORE

Group Spokesperson: **Philip Farfel**, Commissioner, Board of School Commissioners, Baltimore City Public Schools

"We see the need to become more involved in child advocacy, speaking up for children in all forums, whether it is in our legislature or in our community. If it means going to budget hearings when budgets relate to health or social services, we're going to try to be there.

"We're a little unique in Maryland in that our state superintendent also holds the position of being in charge of the Children and Youth Office for the governor, and that is a sort of framework for interagency work, so we think that perhaps we can take advantage of that and build on a delivery system that really starts with the child and keeps the child in the center.

"Planning is under way for a conference for educational stakeholders in the Baltimore area. We're excited about the conference, but we're also a little bit concerned because there is a lot at stake at that kind of conference. We hope that it will really be a buy-in in Baltimore to a lot of the things that we want and need to do for our children."

ACTION ON THE STANDARDS FRONT—BUILDING A CONSENSUS

Urban school superintendents have long had a first-hand stake in the development of a national educational standards and assessment program. Big-city schools districts are faced with the challenge of teaching a culturally, linguistically, and economically diverse student population with educational needs that go far beyond what has traditionally been taught in American classrooms. Consequently, these districts have frequently ranked low on national achievement test scores.

Much debate has taken place on the legitimacy of comparing schools and school districts on the basis of these tests, and the U.S. Department of Education has done a great deal of work to design a process both for establishing national consensus on what American students should know and for developing fair and accurate ways of measuring that knowledge.

One group that has taken a leadership role on this issue is the National Council for Educational Standards and Testing (NCEST). Just prior to the urban superintendents' meeting in January, NCEST released a report that offers new recommendations and strategies for establishing a voluntary national system of standards and assessment. In her report to the urban superintendents on the NCEST proposals, Diane Ravitch, assistant secretary of education, described how the U.S. Department of Education is moving forward to implement the NCEST recommendations. Among the department's recent actions are the following:

- Awarding a grant to the National Academy of Sciences for the development of content standards for science curriculums in grades K-12.
- Offering a grant, in conjunction with the National Endowment for the Humanities, to the UCLA National Center for History in the Schools. The grant will provide resources for developing consensus on voluntary national standards for curriculum content on American and world history in elementary and secondary schools.
- Working with other federal agencies to award grants for establishing consensus on standards in the arts, geography, civics, English, and other disciplines.
- Supporting research and development of improved assessment methods, including funding of nontraditional, "break-the-mold" assessments.
- Supporting the development of K-12 state curriculum frameworks that represent and incorporate the diversity of the American experience.

The Department of Education and NCEST have both been sensitive to the issue of fairness in comparing student performance among schools and districts with completely different educational goals and values. Francie Alexander, a U.S. Department of Education deputy assistant secretary who was formerly the executive director of NCEST, spoke about this issue at the January meeting. She emphasized to the superintendents that the council recommended "that these standards and assessments be developed in the context of looking at improving the conditions of learning for children and reporting results on the tests in the context of opportunities to learn."

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GETTING DOWN TO BUSINESS: BUSINESS/EDUCATION PARTNERSHIPS

As a former chief executive officer at the Xerox Corporation, David Kearns brings a wealth of knowledge about effective business practices to his present position as deputy secretary of education. In his travels, he speaks frequently to business people interested in forming collaborative partnerships with schools and school districts.

In his appearances before such groups as the Urban Superintendents' Network, Kearns is invariably asked questions about the ways businesses should collaborate with the education community. Following are some of the questions he fielded from participants at January's meeting.

Q: Can you share with us any direct activities you know about that will continue to encourage and support business involvement with local school districts?

A: There are a lot of things going on with business. Different communities have gone at it in different prescriptive ways. First, there is the Business Roundtable. Their approach has been to work for systemic change, and try to work at the state level for legislative change, particularly change in legislation that will allow local communities to be able to do the kinds of things that they need in order to develop their strategies and be responsive at the local level. And I think that's very, very important.

One of the things I see is that people in the business community are hesitant to get involved in the political process. . . . But education *is* political. . . . Therefore, if the business community is unwilling to get involved in the political process—and, therefore, controversy—in other words, to get involved and be supportive of educators and legislators who are really willing to go out and try to do important things, then they probably shouldn't get involved.

An awful lot of business partnerships around the country have been "feel-good" partnerships—they make people feel good, but they don't really have a lot to do with change. So what I intend to do, and what I would urge you to do in the relationships you are forming, is to make sure that what you're doing is really tied in with change and support.

Q: The responsibility to support major change in the education system creates a concern for business: What right do we have to meddle in that system? We fear that we're imposing our standards on a system we don't understand. My question is: Is there a system in place that educates the business community in ways that will help us learn how to become effective in that arena?

A: The answer is that there's a little bit of that but not a lot. The Business Roundtable ran seminars over the period of the last several years for all the CEOs of the 200 largest companies, two-and-a-half-day seminars, run and sponsored by the Aspen Institute . . . . So there is some training around and I think it's very important, but there's not a lot and the point you make is a very good one.

I'd like to make a couple of other points. If the business community thinks it can go in and impose things on the school system, that is a waste of time because the system won't accept it. It's not doable. You've got to be part of a community strategy involving five groups—educators, the business community, politicians, community-based organizations, and parents. And I always start with the educators. If the educators are not involved in the local strategy, the business community might have an interesting exercise, but three years later, they'll be having meetings but not getting anything done.

The second point is that business people don't know about pedagogy. Therefore I don't think that's what we should be involved in. So what should the business community do? I think there are several things. I think they should support the politicians and the educators who are trying to change the system. They need our help. Second, they should put pressure on the system to change. The reason for that is that no institution I know of has basically ever changed itself from the inside. . . . When you make change, monies will move around, and that means that jobs will change, and that means that people will resist change.

continued on page 8

DISTRICT RESPONSES

Meeting the Challenge

NEWARK

Group Spokesperson: **Regina Marshall**, Director, Newark Education Council

"Newark has several recently developed programs that involve collaboration, including the soon-to-open Parent Resource Center, housed in its own building in downtown Newark, and the Schools Partnership Program, which involves collaboration between businesses and other organizations and the schools.

"We've started this year a professional development school and we've increased our early childhood offerings and prekindergarten and full-day kindergarten programs, so it seems everyone is on the same wave length and we'll begin to see real changes in urban education.

"One area we're really concerned about is tying in our political leaders to have them understand the complexities of school and to become aware of what it takes so that they don't see school as an expense but as an investment in the community. Just as they've begun to invest in gentrified housing and increasing the business space in Newark, we need to help them see that education is as much a part of that investment as anything else. That's where we feel we've got to really increase our efforts."

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DISTRICT RESPONSES

Meeting the Challenge

CLEVELAND

Group Spokesperson: **Frank Huml**, Superintendent, Cleveland Public Schools

"Cleveland has 17 magnet programs that offer optional choices for the youngsters and their parents, and about 12 other programs across the district that do the same. All of our schools are on school-based management currently and have been since 1985, and we've extensively used schoolwide services from Chapter 1 across the district in about 22 schools. We plan to increase that number significantly over the next year.

"We recognize the fact that if we're going to succeed in our district, we're going to need a continued alliance not only to be built, but also to be nurtured and maintained, of parents, school people, and the business community, as well as political leaders in our city."

continued from page 7

Q: What pressures should the business community bring to bear?

A: They should be talking to the school administrators and the teachers about the skill requirements in the community, jobs, what is the interaction—the transition—from school to work. Businesses can be involved in the schools in that process, but I don't think they should be involved in pedagogy or building curriculum. What do we know about that? Could we be helpful to the administrators by loaning people that could do management training, personnel skills, total quality management? I think most of the superintendents or principals would be delighted to have that kind of help, which would in a lot of cases not be intrusive, but supportive.

Q: How can business people know if change is possible in a community?

A: When you go into strategic groups, test whether or not men and women in those different groups have taken ownership of change. Or are they just going to the meetings? An ownership test is very, very simple. If there are not three or four people in the community groups that have taken ownership of the issues, you can bet that two years later, there'll be a lot of meetings but nothing will happen. . . . If there aren't those people in the community that feel a sense of ownership about really changing the schools for all our people, then we will not make any progress whatsoever. SB

HAROLD HODGKINSON: GOING BY THE NUMBERS

Harold Hodgkinson champions both the need for collaboration in education and the urgency of addressing the problems plaguing urban school districts. As he points out in an article in the September 1991 issue of *Phi Delta Kappan*, "Until job opportunities, health care, housing, transportation, and personal security improve in our inner cities, it is impossible to ask schools to get better. Trying to teach sick or hungry children is an exercise in futility."

As the director of the Center for Demographic Policy at the Institute for Educational Leadership in Washington, D.C., Hodgkinson has the numbers to back up his beliefs. The presentation on the educational implications of urban demographics that he delivered at the Urban Superintendents' Network meeting drew data from the 1990 Census to paint a vivid and sometimes disturbing picture of where American education is headed as it enters the twenty-first century.

Population shifts, Hodgkinson says, provide one key to identifying trends that must be included in long-range planning for our nation's educational needs. For example, he describes the "donut effect" that has evolved during the last few decades as large numbers of middle-class workers have left major urban centers to live in the suburbs, forming roughly concentric rings of high population densities around lightly populated, decaying inner cities. Urban schools, left without a secure tax base and with no alternative forms of support, have paid a devastating price in terms of the quality of education they can offer.

Hodgkinson is also concerned about the impact of aging populations on school funding. Schools in states such as Iowa and Florida, which have high percentages of people over 65, often face uphill battles for funding. Hodgkinson predicts that by the year 2030, population rates will have stabilized and the number of elderly people in the population will increase dramatically. Without proper planning, he warns, schools will face increased competition for funding from social security and other programs for the aging.

Hodgkinson sees a direct link among population trends, social services, and education, and he decries the lack of long-range planning that will address the changing social and educational needs of all Americans in the coming years. Noting that the delivery of local, state, and federal services is still based on the model used since the 1950s, he argues for a client-centered model where all service agencies cooperate to meet the multiple needs of individuals and families.

He suggests several strategies he thinks will improve the quality of life in urban centers:

- Establishing a model of "greater metropolitan area" planning
- Coordinating social services on a citywide and statewide basis
- Investing in preventative programs, such as Head Start, rather than treating the symptoms with programs that do not cure social problems
- Developing two-generation strategies that offer coordinated assistance to both parent and child, for example, child care coupled with job training.

A new publication by Hodgkinson carries demographic trends to the year 2010. Titled *A Demographic Look at Tomorrow*, it is available for $12.00 from the Institute for Educational Leadership, 1001 Connecticut Ave NW, Suite 310, Washington, DC 20036; 202-822-8405.

A VIEW FROM THE BUSINESS SIDE

William Wortley has many years of experience as a business person deeply involved in educational issues in the Seattle area. He jokingly says that he has been involved "on the edge" of education "just long enough to be dangerous."

Through his business experience as a vice-president at Washington Natural Gas, Wortley has developed a feeling of close kinship with educators. "Because I'm responsible for public affairs," he says, "I can closely relate with education because I am 'overhead.' I am not able to produce a measurable product. When I have to justify my existence—sing for my supper—it's very difficult to show results. I'm working on a ten-year goal to improve the research and development funding from the U.S. government for parts of my industry. Ten years. How do you show immediate returns?"

Wortley has serious concerns about the role of business and business people in education collaboratives. "The Department of Education needs to help businesses learn how to help and not hurt" in their involvement with the education community, he says.

Wortley believes that businesses have a vested interest in community schools and that educators should take advantage of and pay attention to the dependency of businesses on effective education systems: "Economic development, or the well-being of the community, is part of most corporate goals and objectives. The reason we're involved in education is not just because it's something we can feel good about. It's to our business advantage to have sound, economically stable environments in which to provide services. If we don't have a healthy community, our systems fail. It's incredibly important, and from the education standpoint, I encourage you to give more consideration to the individual goals and objectives of the businesses in your communities. They need to be involved."

Wortley also worries about corporate "burnout" in collaboratives between schools and businesses. He traces this phenomenon to the worldview of business people, who like to see concrete results for their efforts. "In business, we're used to seeing results," Wortley says. "If we don't see results, then we'll go find something else to do. And that's not in the best interest of our overall effort toward educational collaboration."

Businesses respond to frustration and failure in much the same way that real-life students do, Wortley says. "Once a business gets involved and for whatever reason does not find the satisfaction or the success that it's use to, the business will drop out. And then there is the difficulty of trying to get the company involved again in some way. I think this is a serious issue that we need to deal with."

PRENATAL DRUG EXPOSURE: ADDRESSING THE PROBLEM

One of the most tragic and complex problems facing early education professionals in urban school districts is the growing number of children who enter the system with prenatal exposure to drugs. Fortunately, a number of education and health specialists are actively collaborating to learn more about the impact of prenatal drug exposure on learning. They are also working to identify the types of educational interventions that are most effective for ensuring that these young children do not suffer any long-term learning disabilities from their early exposure to drugs. Several of these professionals reported on this topic in one of the concurrent sessions held during the Urban Superintendents' Network meeting.

About 15 percent of all children living in major urban areas have been prenatally exposed to drugs, according to Shirley Jackson, who directs OERI's Office of Comprehensive School Health Education. The good news is that no learning deficits have been identified thus far, and most of these children test within the normal range of ability. What is most important, Jackson says, is that they receive (1) early, developmentally appropriate educational intervention, and (2) interdisciplinary, transagency, family-oriented attention to psychosocial traumas causing behavioral and learning problems.

The treatment programs that have been most successful have often been based on the standards for early childhood education from

continued on page 11

DISTRICT RESPONSES

Meeting the Challenge

MINNEAPOLIS

Group Spokesperson: **Josie Johnson**, Senior Fellow, Director of President's Diversity Forum, University of Minnesota

"Minneapolis is lucky to have several sincere and dedicated large companies that are interested in the health and welfare of our community. One such large employer is Honeywell, which has its central office in Minneapolis. That company, in recognizing its desire to be involved in the education of all our children, has made a proposal through its own corporation and in collaboration with the United Way to do some work in our community in the area of education. We have taken the responsibility of assisting those two entities in understanding what our needs are.

"This meeting has allowed us to bring together representatives from the University of Minnesota, the county, the city, and the business community to work on developing a plan. The time here has given us an opportunity to identify those players in our community that we must bring together to try to make this work. It has helped us to develop the kinds of steps we need to take in order to have the collaboration, and to give us a sense of urgency about it."

CHAPTER 1 FLEXIBILITY: HELPING DISTRICTS HELP THEIR STUDENTS

Chapter 1 is one of the success stories of federal education programs. Although its name is not as well known among the general public as other programs such as Head Start, Chapter 1 serves the vital purpose of providing local school districts with financial assistance to improve the educational opportunities of disadvantaged children. Its success in helping educators accomplish this task is reflected in the growth in funding the program has enjoyed over the past few years. For example, the 1987 funding level of $3.5 billion will increase to $6.7 billion in 1993.

With high concentrations of economically and educationally disadvantaged children, urban school districts rely heavily on Chapter 1 funding to meet many of the educational needs of their students. However, despite its widespread use, local and state education officials often do not take full advantage of Chapter 1, according to Mary Jean LeTendre, who directs the Compensatory Education Programs for the U.S. Department of Education. Many districts have simply been unaware of the flexibility Chapter 1 offers in helping schools and districts develop programs tailored to their individual needs.

Recently, however, LeTendre has worked hard to publicize the program's flexibility. In her presentation to the Urban Superintendents' Network meeting in January, she provided a number of examples that illustrated how urban districts can use Chapter 1 flexibility to their benefit. All in all, says LeTendre, "There is very little that you can't do with Chapter 1, as long as you are serving educationally deprived children."

In February, the office of the Compensatory Education Programs issued a publication entitled *Chapter 1 Flexibility: A Guide to Opportunities in Local Projects*. This booklet describes a number of ways in which Chapter 1 offers districts a great deal of flexibility in designing their programs. Some areas where flexibility is possible are described below.

Selecting Attendance Areas as Project Areas

Percentage of poor children, number of poor children, or a combination of the two may be used by a district to meet attendance requirements. All attendance areas may be included in a single ranking, or a district may rank grade spans separately. A number of other opportunities for flexibility in ranking are also available.

Assessing Needs and Selecting Students

Chapter 1 programs may vary extensively from one school to another within a district. Differences may exist in the grade levels served, numbers of subject areas covered, and level of services offered. Homeless, neglected, delinquent, handicapped, and limited English proficient students, among others, are also served.

Deciding about Chapter 1 Instruction

Although most Chapter 1 projects follow the "pull-out" model in their design, students can also be served individually or in groups within the regular classroom. Chapter 1 can also be used for add-on projects (students are served outside the regular school day), in-class projects, and replacement projects. Preschool programs and schoolwide projects can also be funded, as well as programs involving voluntary desegregation and school choice.

Assigning and Training Staff Involved in Chapter 1

When teachers assist Chapter 1 students during class time, funds can be used to pay for other staff who are responsible for the remaining students. Some limited supervisory duties can also be paid for with Chapter 1 funds. Chapter 1 funding can also be used to pay for training, salary incentives, planning, and coordination of Chapter 1 programs within the regular curriculum, and for substitutes when the Chapter 1 teacher is given release time for planning and coordinating Chapter 1 educational activities.

Involving the Parents of Chapter 1 Students

Parents of students participating in Chapter 1 programs may be paid for serving as classroom aides. Some other expenses incurred from involving parents in Chapter 1 activities are also covered. Transportation and child care costs incurred by parents involved in Chapter 1 activities may qualify for funding.

Excluding State and Local Compensatory Funds

In some instances, a district may exclude state and local funds expended for carrying out special programs to meet the educational needs of educationally deprived children.

Maximizing the Use of Chapter 1 Equipment

There is significant flexibility in the use of equipment purchased with Chapter 1 funds. Cost sharing is the chief method of achieving this flexibility. However, when Chapter 1 equipment is not being used full-time, it can sometimes be used in non-Chapter1 programs without reimbursement.

To obtain a copy of *Chapter 1 Flexibility: A Guide to Opportunities in Local Projects*, write to the U.S. Department of Education, Office of Elementary and Secondary Education, Compensatory Education Programs, Washington, DC 20202-6132.

DISTRICT RESPONSES

Meeting the Challenge

JEFFERSON COUNTY (Kentucky)

Group Spokesperson: **Pat Todd**, Director of School Restructuring, Jefferson County Public Schools

"**The Jefferson County schools have a number of restructuring initiatives currently under way that incorporate diverse types of collaborations between community agencies and the economic development community, as well as government agencies.**

"**One new initiative we are planning is the creation of an exploratory task force comprised of our superintendent, the director of the Kentuckiana Education Work Force Institute, the mayor, the county judge, two business leaders, and representatives from the social agencies. The role of the task force will be to identify and coordinate the numerous strategies currently under way throughout our community to support the development, both academically and socially, of young people. It will also include a component concerned with the continued education of the current work force in our community.**"

DISTRICT RESPONSES

Meeting the Challenge

TACOMA

Group Spokesperson: **Ray Tennison**, Operations Manager, Simpson Tacoma Kraft Company

"**In Tacoma, people from all segments of the community are extremely active, involved, motivated, committed, and even passionate about education. They represent the business community, the nonprofit sector, government agencies, and many other groups. In the past two years our business-education partnership program has moved from two partnerships to more than 100 formal partnerships. We also have a large number of informal collaborative relationships between the school district and nonprofit organizations.**

"**Last year more than 300 people participated in an education summit that brought all segments of the community together to plan for lifelong learning. Focus groups from that summit are still working on various issues. The district's Strategic Plan is in its third year of implementation and has widespread support.**

"**When I look at the vast involvement and resources devoted to education in Tacoma, I believe we can solve a lot of our problems by forming a true collaborative relationship to focus on one problem at a time, one student at a time. We will try to mobilize our entire community to work in that way.**"

continued from page 9

birth to age eight developed by the National Association for the Education of Young Children. Other successful interventions have used instructional strategies similar to those found in programs such as ERIN and High Scope, says Jackson. To provide some preliminary information on the problem of prenatal drug exposure, the Office of Comprehensive School Health Education has prepared a draft report, *Dispelling Media Myths about Educating Drug-Exposed Children: If You Teach Them, They Will Learn—The Whys and How-Tos*. This report provides a number of specific recommendations for teachers responsible for the education of prenatally exposed children and lists other resources available for addressing this problem.

School districts designing programs for drug and alcohol education and prevention efforts can qualify for grants through the Drug-Free Schools and Communities Program sponsored by the Office of Elementary and Secondary Education. Some monies are also available for school personnel training and counselor training programs.

The Department of Health and Human Services is currently funding the development of a technical assistance package, *Drug-Exposed Children in Educational Settings*. The package will include a policy manual for school administrators, a video with an accompanying user's guide, and a monograph that reviews the literature related to the educational needs of drug-exposed children. Although the complete package is not scheduled for distribution until mid-1993, interim materials will be released as they become available.

SB

DISTRICT RESPONSES

Meeting the Challenge

DISTRICT OF COLUMBIA

Group Spokesperson: **Bettye Topps**, Executive Director, Center for Educational Change

"**There will be two areas targeted for special attention in our effort to improve learning outcomes in our schools—restructuring of Chapter 1 programs and building collaboratives between the social service agencies and the school system and higher education in Washington, D.C.**

"**The district has recently established a Center for Educational Change to respond to the educational needs in the D.C. area, and the center's advisory board will oversee the district's collaborative efforts. This board will include representatives from the mayor's office, human services, Research for Better Schools, the Office of Educational Research and Improvement, the business community, and those inside the school system who are closest to the students—the teachers, the central office personnel, representatives of the school-based administration, and parents. Our focus will be on collaborative efforts in early childhood education.**"

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RESOURCES

Below is a listing of several recent publications that can assist urban school districts in gathering information and formulating strategies for collaborating with families, community-based organizations, and businesses.

Collaboration to Build Competence: The Urban Superintendents' Perspective, by Terry A. Clark. 65 pages. U.S. Department of Education, 1991. Available from Superintendent of Documents, P.O. Box 371954, Pittsburgh, PA 15250-7954. Stock No. 065-000-00475-5. $4.00.

This indepth look at educational collaboration in urban settings was developed under the auspices of the Urban Superintendents' Network. It covers all aspects of building collaboratives: defining goals, shaping strategies, identifying key players, and measuring outcomes. The book offers models and profiles of successful programs and contains a bibliography and an appendix that describes selected school-community partnerships.

Social Services and Schools: Building Collaboration That Works, by Lynn Balster Liontos. 42 pages. Oregon School Study Council, November, 1991. Available from OSSC, University of Oregon, 1787 Agate Street, Eugene, OR 97403. $6.00, plus $3.00 on billed orders.

Based on interviews with practitioners, this publication addresses the question of who should take responsibility for establishing networks and describes the process by which collaborative relationships between schools and social service agencies are established. Leadership, ownership, and responsibility for collaborative success are also discussed.

At-Risk Youth in Crisis: A Handbook for Collaboration Between Schools and Social Services. Vol. 1: *Introduction and Resources*; Vol. 2: *Suicide*; Vol. 3: *Child Abuse*; Vol. 4: *Substance Abuse*; Vol. 5: *Attendance Services*. Linn-Benton Education Service District/ERIC Clearinghouse on Educational Management, 1991-92. Available from ERIC Clearinghouse on Educational Management, University of Oregon, 1787 Agate Street, Eugene, OR 97403. $7.50 per volume; $30.00 for all five volumes, plus $3.00 on billed orders.

This series is "designed to promote interagency agreement on procedures for schools to follow in managing crisis situations with at-risk students." The first volume provides information on collaboration in general and contains a lengthy annotated bibliography on the topic.

Beyond the Schools: How Schools and Communities Must Collaborate to Solve the Problems Facing America's Youth, by Harold Hodgkinson (Part I) and the American Association of School Administrators and the National School Boards Association (Part II). 28 pages. AASA/NSBA, 1991. Available from AASA, 1801 North Moore Street, Arlington, VA 22209. $6.00, single copy. Bulk prices available.

In part I of this booklet, Harold Hodgkinson, director of the Center for Demographic Policy at the Institute for Educational Leadership, supplies compelling statistics for arguing that long-term collaboration between schools and other agencies is essential for solving many of our educational problems. Part II comprises ten strategies that require collaboration for addressing our educational needs.

What It Takes: Structuring Interagency Partnerships to Connect Children and Families with Comprehensive Services, by Atelia I. Melaville with Martin J. Blank. 55 pages. Education and Human Services Division, 1991. Available from the Education and Human Services Consortium, c/o IEL, 1001 Connecticut Avenue NW, Suite 310, Washington, DC 20035-5541. $3.00.

Joining Forces: A Report from the First Year, by Janet E. Levy and Carol Copple. 53 pages. National Association of State Boards of Education, 1989.

"**Putting Services in One Basket**," by Marilee C. Rist. *The Executive Educator*, April 1992, 18-19, 21-24.

"**One District's Strategies for Collaboration**," by Robert I. Donofrio. *The Executive Educator*, April 1992, 20.

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